

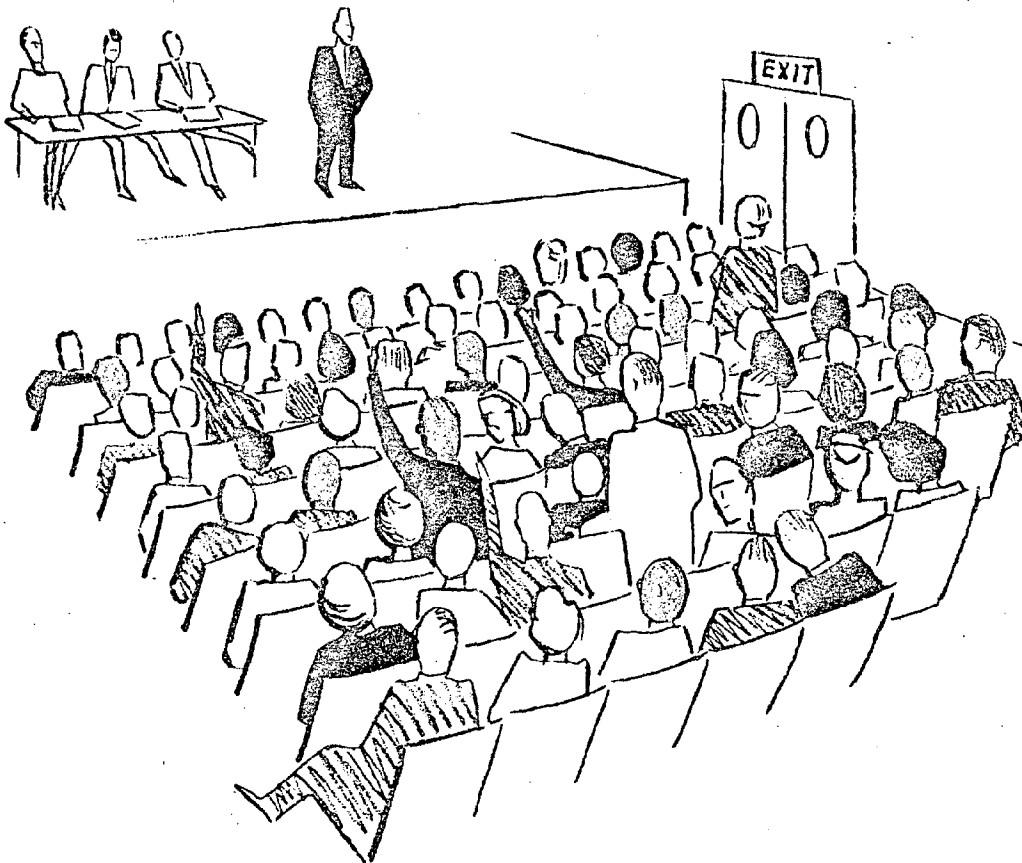
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Coastal Zone
Information
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PROGRAM SUMMARY FOR CITIZEN ADVISORY COMMITTEES

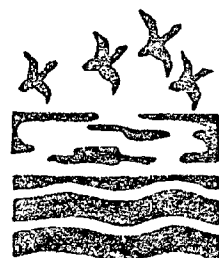
COASTAL ZONE
INFORMATION CENTER



New York State - St. Lawrence - Eastern Ontario Commission

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P76
1975

ST. LAWRENCE - EASTERN ONTARIO
COMMISSION
317 WASHINGTON STREET
WATERTOWN, NEW YORK
13601



SERVICE AREA



orth
CANADA
ST.

ST. LAWRENCE COUNTY

**JEFFERSON
COUNTY**

Alexandria Bay, Brownville, Cape Vincent, Chaumont, Clayton, Dexter, Ellisburg, Fair Haven, Glen Park, Hammond, Heuvelton, Lacona, Mannsville, Massena, Mexico, Morristown, Pulaski, Sackets Harbor, Sandy Creek, and Waddington.

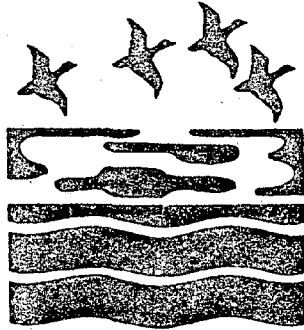
OSWEGO COUNTY

**CAYUGA
COUNTY**

NEW YORK
CITY

COASTAL ZONE
INFORMATION CENTER

NOV 28 1977



"THE PROBLEMS NEW YORK STATE ANTICIPATES
FOR ITS MOUNTAINOUS REGIONS HAVE
ALREADY COME TO OUR COASTLINES."

THE ST. LAWRENCE-EASTERN ONTARIO COMMISSION

PROGRAM SUMMARY
FOR
CITIZEN ADVISORY COMMITTEES

U.S. DEPARTMENT OF COMMERCE NOAA
COASTAL SERVICES CENTER
2234 SOUTH HOBSON AVENUE
CHARLESTON, SC 29405-2413

Property of CCC Library

Joseph A. Romola
Chairman

William E. Tyson
Executive Director

St. Lawrence-Eastern Ontario Commission
317 Washington Street
Watertown, New York 13601
(315) 782-0100 Ext. 263, 264

HC107.N7 P76 1975

JAN 22 1998

TABLE OF CONTENTS

Service Area Map	Inside Front Cover
Introduction	1
Commission Members	3
Current Activities	5
Fiscal Year 1975-76	12
Citizen Advisory Committees	13

APPENDIX A: The Commission Concept

APPENDIX B: Availability of Staff Resources

APPENDIX C: Technical Staff Qualifications

APPENDIX D: Non-State Funding

ST. LAWRENCE-EASTERN ONTARIO COMMISSION

INTRODUCTION

In response to the accelerated deterioration of the natural resources of the St. Lawrence River Valley and Eastern Lake Ontario shorelands, the New York State Legislature created the St. Lawrence-Eastern Ontario Commission.

The agency's service area includes twenty-three shoreline towns and two cities in St. Lawrence, Jefferson, Oswego and Cayuga Counties. This represents more than 400 miles of shoreline, more than 1,000 islands, and about 1,000,000 acres of land. The region has about 180,000 permanent residents and is the summer playground for millions of Americans and Canadians.

The Commission is composed of seventeen commissioners, who are supported by a ten-member staff. These commissioners are appointed by the Governor with the advice and consent of the State Senate.

There are four commissioners from both St. Lawrence and Jefferson Counties, three from Oswego, and one from Cayuga County. Representation reflects the proportion of shoreline of each county in the Commission's service area. In addition, two state residents from outside the area serve on the Commission.

Ex officio members include the Commissioner of Environmental Conservation, the Commissioner of Commerce, and the Secretary of State.

The Commission's purpose is to preserve, enhance and develop the scenic, recreational, historical and natural resources of the region, and to design programs that will encourage the full development of the commercial, industrial, agricultural and residential resources of the area.

The Commission has three major responsibilities:

1) Preparation of a comprehensive development plan for the wise use of the region's resources.

2) Reviews of proposed projects within its service area that might bring about a major change in the quality of the scenic, historical, recreational or environmental resources.

3) Investigation of the high water level on Lake Ontario and the St. Lawrence River in recent years.

One of the Commission's first accomplishments was a shoreline study conducted in cooperation with the New York State College of Environmental Science and Forestry, Syracuse. Because Oswego and Cayuga Counties were not yet part of the agency's service area, the study analyzed the natural resources along the shoreline of St. Lawrence and Jefferson Counties. This effort represented a starting point in cataloging the region's resources to avoid destruction and loss of the very characteristics that make the region a unique area.

ST. LAWRENCE-EASTERN ONTARIO COMMISSION MEMBERS

St. Lawrence County:

Joseph A. Romola, Chairman
Sam Agati
Herman Shulman
Russell Strait

Banking Executive
Labor Leader
College Dean
Insurance Executive

Jefferson County:

Richard Macsherry, Vice-Chairman
William L. Curtis, Jr., Secretary
Lewis V. Branche
(One Vacancy)

Motor Transport Executive
Educator
Banking Executive

Oswego County:

Eugene Saloga
Hugh Nicholson
(One Vacancy)

Municipal Administrator
Dairy Farmer

Cayuga County:

Clair Conroy

Retired (former County
Legislator)

At Large:

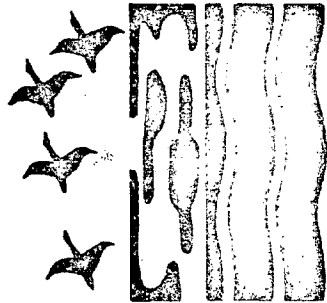
Richard Pentoney
Jane Gray Cox

College Administrator
Community Leader

Ex-Officio:

Hon. Ogden R. Reid
Hon. John S. Dyson
Hon. Mario M. Cuomo

Commissioner, Dept.
of Environmental Cons.
Commissioner, Dept. of
Commerce
Secretary of State



ST. LAWRENCE - EASTERN ONTARIO COMMISSION

OVERALL PROGRAM DESIGN GENERAL SCHEDULE

PHASE

	1974	1975	1976	1977
INVENTORY AND ANALYSIS OF RESOURCES	XXXXXX	XXXXXX	XXXXXX	
PLAN FORMULATION	XXXXXX	XXXXXX	XXXXXX	
PARTICIPATORY PROCESSES	XXXXXX	XXXXXX	XXXXXX	XXXXXX
PRESENTATION OF RECOMMENDATIONS			XXXXXX	XXXXXX

CURRENT ACTIVITIES

1. Planning Program

The Commission outlined its planning program and published an Overall Program Design in 1974. Because of cutbacks in Commission funding, this planning program has been revised. This has reduced the scope of or eliminated certain work elements in the original design.

The agency was allocated \$300,000 in the fiscal 1975-76 state budget. However, the Commission actually worked under a restricted budget ceiling of \$234,000.

The planning program focuses on the unique issues and opportunities of the shoreline, emphasizing the coastal zone and environmental aspects. Three broad subjects are covered.

The first, water resources, deals with the quality of water along the shoreline and the tributary streams leading into the lake and river; the changing physical character of the shoreline caused by erosion and deposition; and the location and characteristics of critical aquatic habitats and their life support systems for fish and wildlife.

A second group of studies concerns land resources. Examples include soil and mineral resources; agricultural and forestry industries; major plant and wildlife communities; and scenic values. All of these contribute to the social and economic well-being of the region.

The third group of studies deals with developmental resources resulting from man's use of the lands and waters.

These elements include shoreline development of permanent and seasonal dwellings; commercial and industrial activities; outdoor recreation; inland centers of public and private services; employment; transportation; population; the region's economy; and existing land use and developmental controls of state and local agencies.

2. Project Review

The Commission has coastal zone management responsibility to review projects within its service area. It reviews proposed construction, land development and other projects which may damage natural or historic resources, or change the use or appearance of the land or waters.

This process is designed to encourage public and private development reflecting a careful balancing of all the interests of the region while respecting the natural environment. During the course of project review, sponsors often make improvements necessary to make the project environmentally compatible.

The Commission applies certain criteria to determine whether the proposed development might have an unreasonably adverse effect on the scenic, historic, recreational and natural resources of the region. Some of the factors considered include pollution of air and water, drainage, flooding and soil erosion, effects on local services and facilities, and local and regional economic effects.

This review may take no more than thirty days. If the project might have an unreasonably adverse effect on the region's resources, the Commission notifies the sponsor, who may not

undertake or continue the project for an additional sixty-day period.

The Commission uses this time to further review the project. The agency can hold public hearings and report its findings to the project sponsor, public agencies who have power of review or approval of the project, and to the general public.

However, the Commission does not have the power to halt a project indefinitely. It must use these other actions to alert the sponsor, interested government agencies and the general public of the possible adverse effects of the project under review.

3. High Water Report

In 1973, the State Legislature directed the Commission to study the problem of controlling water levels on Lake Ontario and the St. Lawrence River, and to make recommendations to federal, state, municipal and private agencies.

The Commission has published a 290-page report analyzing the impact of high water levels from January 1973 through August 1974. The report's study area included New York shorelands along the lake and river.

To correct the situation, the Commission recommended that water level regulation criteria established by the International Joint Commission be reexamined. In addition, the agency called for acceleration and expansion of flood plain management programs, and for the use of structural protection techniques in certain developed areas. The use

of structural protection in undeveloped areas should be limited, the report said, with greater emphasis on flood plain management techniques to minimize damages.

The report noted that in the absence of effective flood plain management regulations, development has occurred in areas where it is not compatible with environmental limitations. Consequently, these areas have experienced great amounts of damage from high water levels.

Recommendations made in the Commission's report, if implemented, should lead to a reduction of the total negative impact experienced along the waterway due to high water levels.

4. Shoreline Damage Survey

Recognizing the Commission's expertise, the U.S. Army Corps of Engineers asked the agency for help in collecting information for the design of a program to minimize damage to waterfront property owners. In 1975, the Commission conducted a shoreline damage survey in Oswego County, under contract to the Corps of Engineers.

Questionnaires and personal interviews were used to gather information from residential, commercial and industrial shoreline owners.

Information collected will be used to develop engineering programs for emergency shoreland protection, and state and federal projects designed to prevent damage from high water levels. It will also offer guidance for federal flood insurance and disaster relief programs.

5. Water Quality Studies

Because of the lack of information about embayed areas in the region, the Commission is conducting a water quality study at Chaumont Bay in Jefferson County. This is the beginning of a long-term program to determine the impacts of man's shoreline and upland development on the area's water resources.

Intensive water sampling was conducted at Chaumont Bay from July 1974 to July 1975. Eighteen stations were set up in Chaumont Bay and five stations in its tributaries.

Information was gathered on eighteen different parameters, such as total and fecal coliforms, dissolved oxygen, phosphates and nitrates in water and sediments, pH and alkalinity. All these parameters have a direct relationship with the bay's natural productivity and usefulness to man.

Initial study results have identified at least two important problems. High bacterial counts were recorded at certain stations, indicating a potential health hazard. Inadequately treated wastes are entering the bay water, either human waste via poorly functioning septic systems or animal waste in runoff from agricultural lands, or both. These wastes may contain disease-causing bacteria and viruses, which can then infect individuals who come in contact with contaminated water.

A second problem is excessive amounts of phosphate in the bay. This probably accounts for most of the increased growths of weedbeds and algae. This is adversely affecting

recreational activities, as well as the water's aesthetic quality.

The Commission is continuing to collect and analyze water samples from Chaumont Bay, and has broadened its studies to other shoreline areas along Lake Ontario and the St. Lawrence River.

6. Salmonid Fishery Support Facilities Report

Stocking of salmonid (salmon and trout) was begun in the tributary streams of Eastern Lake Ontario in 1969. This has produced a new and rapidly-growing sports fishery in the region.

When the fishery is fully developed in the 1980's, the Commission estimates that 100,000 fishermen may visit the area annually. Many existing facilities and services are inadequate to meet these growing demands, and plans for their improvement were urgently needed.

The Commission has prepared a comprehensive plan which identifies additional facilities and services need to support the fishermen and their families. It also determines suitable locations for needed facilities, outlines actions to implement the plan's proposals, and recommends priorities for investments by public agencies.

The Commission estimates the total economic impact of the salmonid fishery could reach \$14-million annually by the early 1980's. The key to this expanded economic activity is construction of a \$4.5-million salmonid fish hatchery on the Salmon River in Oswego County.

Problems identified in the Commission's plan are a shortage of boat launching ramps, pier moorings and public access ways to streams and Lake Ontario. In addition, there are additional needs for harbors of refuge, boat rescue operations, and accommodations.

The Commission also foresees increased pressure for development along the shoreline and the fishing streams. The agency has made recommendations to protect critical natural resource features in the region, including productive wetlands, stocked and potential salmonid streams, fragile sand dunes, and erodible bluffs.

7. Soils Survey Program

The lack of accurate and detailed soils information has long been a handicap to effective planning and development in the Commission's service area. As yet, only Cayuga and Oswego Counties have completed new soil surveys.

The Commission has on its staff a soils scientist from the U. S. Department of Agriculture. His work involves evaluation and interpretation of soils information for the Commission.

The Commission has in the past entered into agreements with the Soil and Water Conservation Districts of St. Lawrence and Jefferson Counties. Under these agreements, Commission funds enabled the districts to accelerate the soil survey programs in their shoreline towns. This has insured a higher priority of mapping in the coastal zone as

well as speeding completion of the two county surveys.

When completed, the soil interpretations from the four counties will have been integrated to insure that the same soils are assessed in the same way.

FISCAL YEAR 1975-76

The 1975-76 fiscal year was a crucial one for the Commission. Its program included two major tasks:

- 1) presentation and follow-up of recommendations in the agency's high water report and its facilities and services plan for the emerging salmonid fishery; and
- 2) continuation of basic research and analysis necessary for preparing a comprehensive development plan for the region's resources, including:
 - . Regional coordination of technical studies by local and state agencies under the federal coastal zone management planning program
 - . Land use/near-shore water quality studies at Chaumont Bay and other critical areas of Eastern Lake Ontario and the St. Lawrence River
 - . Special studies of shoreline property and natural resource damage in Oswego County due to high water levels
 - . Soil surveys and mapping in shoreline towns of Jefferson and St. Lawrence Counties
 - . Studies on the area's economic and social characteristics, scenic resources, upland habitats and land ownership patterns

The first plan elements to be drafted will include delineation of the coastal zone and areas of particular concern. Recommended general patterns of land use will also be identified, based on adaptability of the area's resources to various forms of development.

By spring 1976, the Commission will have obtained the basic information for preparation of an interim report on the prospects for beneficial management of the area's coastal resources.

CITIZEN ADVISORY COMMITTEES

Many of the Commissioners are residents of the service area, providing valuable local input to the Commission's work program. In addition, the Commission has established citizen advisory groups specializing in:

- | | | |
|-------------------------|----------------------------|----------------------------|
| . Planning | . Water Resources | . Recreation |
| . Agriculture | . Economic Development | . Environmental Management |
| . Historic/
Cultural | . Real Estate
Economics | . Natural Resources |

This will encourage greater participation by residents and local government in the Commission's planning process. These committees will meet during the year, while individual members will be contacted for information or advice on specific matters as needed. More than 100 people have volunteered to serve on these committees.

Citizens are also encouraged to participate in the Commission's public hearings held throughout the region.

APPENDIX A

THE COMMISSION CONCEPT

As an intermediary, the St. Lawrence-Eastern Ontario Commission:

- can remove the burden of sensitive land-use decisions (involving natural resource protection) from local elected and appointed officials.
- allows local business and professional interests (community leaders as Commission members) to understand the need for a balanced program of economic-environmental trade-offs.
- provides for the recognition (with at-large and cabinet members as Commissioners) that local resources have state and national significance.
- provides a greater return for public dollars invested.
- will minimize the feeling that "the state is telling us what to do with our land."
- achieves a regional coastal zone management which recognizes natural resources criteria as planning boundaries.
- will produce a product at the scale necessary to solve non-point pollution sources.
- could possess authority to protect critical resources unique to the Great Lakes shoreline.
- provides technical assistance (objectively) at an economy of scale not possible at the local government level.
- fills the void created by the absence of local ordinances.
- fills the void created by poorly drawn or improperly administered ordinances.

FISCAL YEAR 1974-75

FISCAL YEAR 1973-74

ADMINISTRATIVE

[illegible]

PROGRAM DEVELOPMENT

[illegible]

LAND RESOURCE ANALYSIS

[illegible]

WATER RESOURCE ANALYSIS

Month	1961	1962	1963
Apr			
Jan			
Oct			
Jul			
Apr			
Jan			
Oct			
Jul			

APPENDIX C

ST. LAWRENCE-EASTERN ONTARIO COMMISSION

Technical Staff Qualifications

<u>Title and Name</u>	<u>Education</u>	<u>Experience</u>	<u>Military Service</u>
<u>Executive Director</u>			
William E. Tyson	BS Regional Geography- Florida State University- 1959 MS Economic Geography- Florida State University- 1960 Doctoral Candidate (Resource Management) - SUNY College of Environ- mental Science and Forestry	1959-1966 State of NY: Dept. of Commerce- Industrial Geographer Industrial Consultant Sr. Industrial Consultant 1966-1970 State of NY: OPC- Director of Appalachia Program 1970-Present State of NY: St. Lawrence-Eastern Ontario Commission- Executive Director	1952-1956 U.S. Air Force-Research and Development Command Guided Missile Control System Electronic Specialist

Director of Planning

Gayle L. Harder	BS Sociology and Mathematics - Alfred University-1950 MS Urban Sociology- University of Rochester- 1952 MS Regional Planning- University of North Carolina-1954	1957-1966 Atlanta (Georgia) Metro- politan Planning Commission-Regional Planner 1966-1969 Atlanta (Georgia) Metro- politan Planning Commission-Principal Research Planner	1954-1956 U.S. Army-Special Forces at Ft. Bragg-Physiological Warfare-also Provost Marshal's General School- Ft. Gordon
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(CONT.)

<u>Title and Name</u>	<u>Education</u>	<u>Experience</u>	<u>Military Service</u>
<u>Director of Planning</u>			
Gayle L. Harder (Cont.)		<p>1969-1973 Central NY Regional Planning and Development Board at Syracuse-Director</p> <p>1973-Present St. Lawrence-Eastern Ontario Commission-Director of Planning</p>	
<u>Public Information Officer</u>			
Peter C. Strakulski	<p>BS Public Relations- Boston University-1968</p> <p>Dean's List-Boston University</p>	<p>1972-1974 General Electric Company- Publicist and Advertising Copywriter</p> <p>November 1974-Present St. Lawrence-Eastern Ontario Commission- Public Information Officer</p>	<p>1968-1972 U.S. Air Force-Information Officer</p>
<u>Senior Cartographer</u>			
Steven N. Meyer	<p>BS Geography-Wisconsin State University-1967</p> <p>MA Geography-University of Arizona-1972</p>	<p>1972-1974 University of Arizona: Dept. of Arid Lands Research and Geography and Area Development- Staff Cartographer</p> <p>July 1974-Present St. Lawrence-Eastern Ontario Commission- Staff Cartographer</p>	

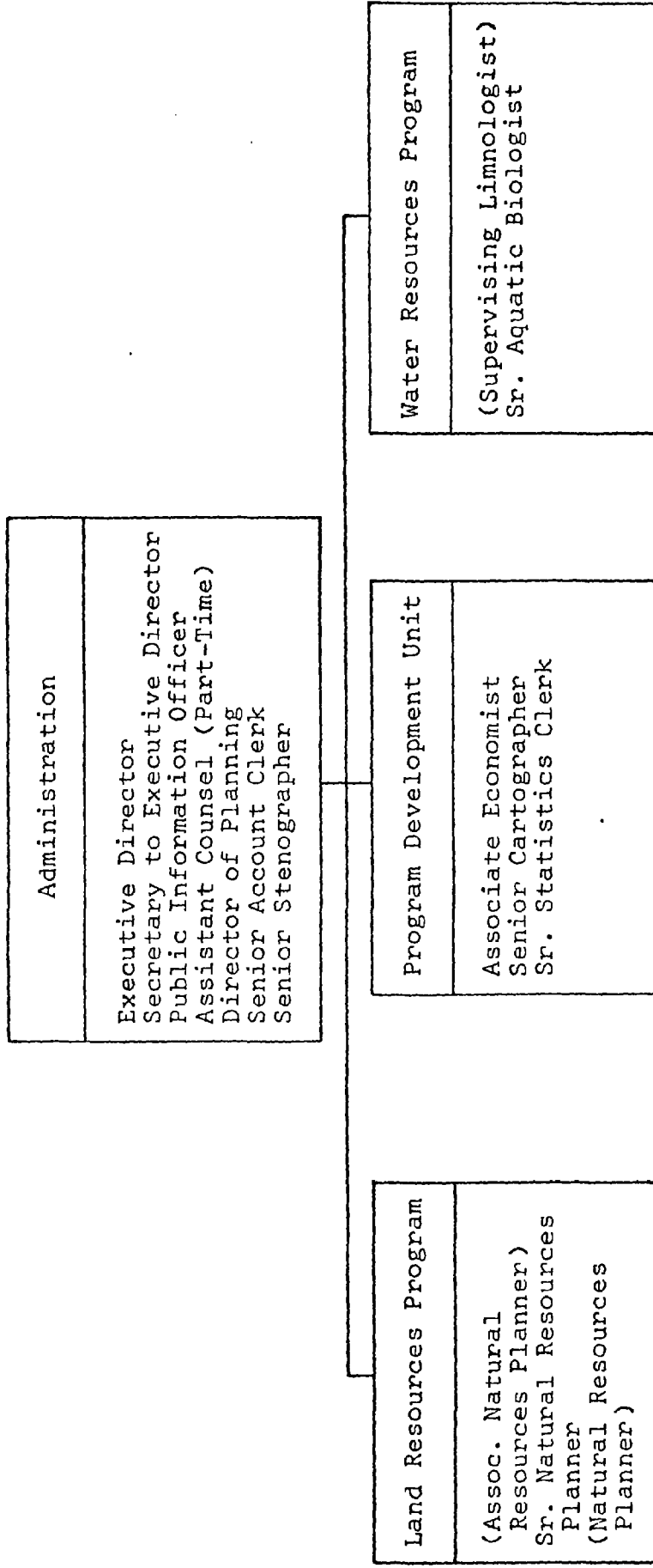
<u>Title and Name</u>	<u>Education</u>	<u>Experience</u>	<u>Military Service</u>
<u>Associate Economist</u>			
Daniel J. Palm	BS Agriculture-Cornell University-1965 MS Agricultural Economics- New Mexico State University-1969 Ph.D. Agricultural Economics-Pennsylvania State University-1972	1969-1972 Pennsylvania State University-Land and Water Institute 1972-1974 Susquehanna River Basin Commission-Staff Economist 1974-Present St. Lawrence-Eastern Ontario Commission- Associate Economist	1965-1967 U.S. Navy-USS VALOR (MSO-472)-Mine Sweep/ Gunners Officer and Supply Officer 1967-Present Currently LCDR-Commanding Officer CONVOY COM 403, Liverpool, NY
<u>Sr. Statistical Clerk</u>			
John E. Shattuck	AAS Data Processing- Jefferson Community College-1974	1974 Jefferson Community College-Computer Programmer 1974-Present St. Lawrence-Eastern Ontario Commission-Sr. Statistical Clerk	1969-1970 U.S. Army-Served in Thailand
<u>Associate Natural Resource Planner</u>			
(VACANT)			

<u>Title and Name</u>	<u>Education</u>	<u>Experience</u>	<u>Military Service</u>
<u>Sr. Natural Resource Planner</u>			
Thomas M. Cutter	BS Forest Management and Outdoor Recreation Management-Oregon State University-1966 MF Forest Management and Public Administration of Natural Resources- State University College of Environmental Science and Forestry-1970	1968-1973 Franklin-Essex-Hamilton Counties- Instructor of vocational agriculture on high school level. Also Franklin County Director of Adult Occupational Education. 1973-Present St. Lawrence-Eastern Ontario Commission-Planner Natural Resource Planner Sr. Natural Resource Planner	
<u>Natural Resource Planner</u>		(VACANT)	
<u>Natural Resource Planner</u>		(ABOLISHED)	

Title and Name	Education	Experience	Military Service
<u>Soil Scientist (IPA)</u>			
Roger Case	BS Agronomy - Specializing in soil classification and morphology-Cornell University-1968	1965-1968 <u>Soil Conservation Service</u> -Student trainee while in college	1968-1970 <u>U.S. Army</u> -Served 2 years as a medic and 1 year in Viet Nam
		1970-Present <u>Soil Conservation Service</u> -presently assigned to the St. Lawrence-Eastern Ontario Commission by Jefferson County SCS as a Soil Scientist	
<u>Supervising Limnologist</u>			
		(VACANT)	
<u>Senior Aquatic Biologist</u>			
Barbara J. Rockhill	AAS Jefferson Community College- <u>(High Honors)</u> -1968 BA Biology-SUNY College at Oswego-(Cum Laude)-1970 Presently has 30 credit hours of graduate work in Biological Sciences-SUNY Binghamton, NY	1973 <u>State of NY</u> : Dept. of Environmental Conservation-Environmental Analysis Unit	1973-1974 <u>St. Lawrence-Eastern Ontario Commission</u> -Natural Resource Planner
			1974-Present <u>St. Lawrence-Eastern Ontario Commission</u> -Sr. Aquatic Biologist

ST. LAWRENCE-EASTERN ONTARIO COMMISSION

Existing Staff Services



Vacancies include Associate Natural Resources Planner, Natural Resources Planner and Supervising Limnologist. A Natural Resources Planner position was abolished as of March, 1976.

The Commission has requested permission to establish the title Supervising Limnologist (G-23) as the unit leader for the Water Resources Program Unit.

APPENDIX D

ST. LAWRENCE-EASTERN ONTARIO COMMISSION

GENERATION OF OTHER THAN STATE FUNDS

Community Planning Assistance Program (Shoreline Study of Natural Resources)	\$ 30,000
U. S. Army Corps of Engineers (Oswego County Shoreline Damage Study)	16,500
Coastal Zone Management Act (coordinate two regional Planning Board efforts)	5,000
U. S. Department of Agriculture (Accelerated Soil Mapping in Coastal Zone)	
Soil Scientist assigned to Commission	8,000
Additional Federal Personnel in field	16,000
Cogar Foundation to SUNY Forestry (Remote Sensing Demonstration-Chaumont Bay)	23,000
New York State Sea Grant (Marsh Vegetation and Pike Productivity Studies)	23,000
Department of the Interior (Bureau of Outdoor Recreation) (Study of Impact of Year-Round Navigation on Winter Recreation on the St. Lawrence River)	15,000
TOTAL	<hr/> \$136,500

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